R E P O R T R E S U M E S

ED 014 289 JC 660 500

COMPREHENSIVE JUNIOR COLLEGES.
BY- NIKITAS, CHRISTUS M. AND OTHERS
NEW HAMPSHIRE JUNIOR COLL. COMMISSION, CONCORD
PUB DATE 28 JUN 66

EDRS PRICE MF-$0.25 HC-$0.76 17P.

DESCRIPTORS- *JUNIOR COLLEGES, *STATE PROGRAMS, GOVERNANCE, EDUCATIONAL FINANCE, STATE AGENCIES, SCHOLARSHIPS, *EDUCATIONAL PLANNING, COLLEGE PLANNING, *MASTER PLANS, NEW HAMPSHIRE,

TO MEET THE STATE'S HIGHER EDUCATION NEEDS, THE NEW HAMPSHIRE JUNIOR COLLEGE COMMISSION DEVELOPED A PLAN OF (1) GRADUAL AND SELECTIVE CONVERSION OF THE STATE'S TECHNICAL AND VOCATIONAL SCHOOLS TO COMPREHENSIVE JUNIOR COLLEGES, (2) SELECTIVE ADDITION OF 2-YEAR PROGRAMS AT THE STATE COLLEGES AND INSTITUTES, AND (3) ESTABLISHMENT OF A STATE SCHOLARSHIP PROGRAM. SPECIFIC RECOMMENDATIONS INCLUDE (1) TUITION FEES OF APPROXIMATELY HALF OF THE INSTRUCTIONAL COSTS, (2) SCHOLARSHIPS FOR NEEDY STUDENTS, (3) LOCAL PROVISION OF JUNIOR COLLEGE SITES, (4) STATE FINANCING OF CONSTRUCTION AND CAPITAL COSTS, AND (5) STATE FINANCING OF NO MORE THAN 50 PERCENT OF OPERATING COSTS, PLUS PARTICIPATION WITH LOCAL AND PRIVATE AGENCIES IN A SCHOLARSHIP PROGRAM. (WO)

ERIC

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

ED014289

A program to create wider opportunities for education and training, in job preparation self-fulfillment, and citizenship, for free citizens in a free society, through publicly supported

COMPREHENSIVE JUNIOR COLLEGES

UNIVERSITY OF CALIF.
LOS ANGELES

[illegible] 1966

CLE[illegible]OR
[illegible]

Prepared and presented to

GOVERNOR JOHN W. KING

by the

NEW HAMPSHIRE JUNIOR COLLEGE COMMISSION

under directive of

Chapter 277, New Hampshire Laws of 1965

JC 660 500

STATE OF NEW HAMPSHIRE
CONCORD
John W. King, Governor
New Hampshire Junior College Commission

June 28, 1966

HIS EXCELLENCY, JOHN W. KING
Governor of New Hampshire
State House
Concord, New Hampshire

DEAR GOVERNOR KING:

Chapter 277, New Hampshire Laws of 1965, established the New Hampshire Junior College Commission, and directed the commission to prepare for your consideration by July 1, 1966, a program for the establishment of comprehensive junior colleges in New Hampshire.

I am pleased to transmit herewith the commission's program. The methods employed by the commission in developing its recommended program appear in the appendix.

The commissioners believe that the recommendations would truly provide wider opportunities for continuing first class education and training, in job preparation, self-fulfillment, and citizenship, for free citizens in a free society, at publicly supported comprehensive junior colleges in the state of New Hampshire.

Respectfully submitted,

Christus M. Nikitas

Christus M. Nikitas

REP. CHRISTUS M. NIKITAS, CHAIRMAN
NASHUA
SENATOR EILEEN FOLEY, SECRETARY
PORTSMOUTH
SENATOR ROBERT ENGLISH
HANCOCK
REP. RAYMOND L. BOUCHER
ROCHESTER
REP. EDWIN P. CHAMBERLIN
WOODSVILLE
DR. WILLIAM F. SHEA
ANTRIM
EUGENE C. STRUCKOFF, ESQ.
CONCORD

A Program To Create Opportunity For the Youths Of New Hampshire

A Statement of Purpose

In keeping with our national tradition as a land of opportunity, New Hampshire should afford its citizens the broadest possible educational opportunity. In fulfillment of our aspiration to *equal* opportunity for all, the State should open higher educational opportunities:

for women as well as men,
for the deprived as well as the well off,
for the average as well as the brilliant,
for the technician as well as the scholar,
for the mature as well as the young, and
for residents of rural as well as of urban areas.

Each man is entitled to define and pursue his own happiness. Such pursuit implies the freedom of each man to make his own choices. But free choice is meaningful to individuals only to the degree that alternatives are open and conditions exist which enable the individual to select among them. The policies of the State should not limit the educational choices open to its citizens. Ideally, New Hampshire should make it possible for its students to choose whether to study:

out of the State or in it,
in a private school or a public one,
close to home or away from it, or
for immediately marketable skills or knowledge more remotely applicable.

Primarily, State policy should be to create the opportunities for each citizen to attain his goals. Only secondarily and incidentally should the higher educational goals of the State seek to serve the interests of the State. In the long run such policies, in fact, will best serve both the individual and the State. Adequate educational opportunities will enable our youths to become responsible citizens, able to make meaningful contributions to society.

All of these goals are attainable by the State. They can be attained at a cost the State can afford, starting right now.

The State now accords its citizens, or is expected shortly to accord them, higher educational opportunities at the university, the two state colleges, and one technical and five vocational institutes, and the Department of Education has proposed the building of two additional institutes. The opportunities offered at these publicly supported schools should be expanded more fully to meet the goals outlined above:

(1) by gradually and selectively converting the State's technical and vocational schools to comprehensive junior colleges,
(2) by selectively adding interim two-year programs at the state colleges and institutes, and
(3) by establishing a State scholarship program.

The report that follows explains how the State can implement these programs and how, if implemented, they will lead to the achievement of the goals sought by the State.

A LONG RANGE PROGRAM — GRADUALLY AND SELECTIVELY CONVERT THE EXISTING AND PROPOSED TECHNICAL AND VOCATIONAL TECHNICAL INSTITUTES INTO COMPREHENSIVE JUNIOR COLLEGES

A Comprehensive Junior College Fills Many Needs

Typically a comprehensive junior college is a non-residential, commuting, co-educational college offering two-year courses for area residents in:

(1) vocational or technical skills,
(2) academic and technical subjects to qualify students for transfer to four-year institutions,
(3) subjects or skills, technical and academic, leading to terminal associate degrees at the end of two years, and
(4) remedial and enriching courses for both adults and students.

Such a college is normally under the supervision of an advisory board of local citizens. It seeks to serve area economic and cultural needs and interests. The faculty is oriented more toward teaching than toward research and publication. Admission requirements at junior colleges are less restrictive and less selective than at four-year institutions. Admission is generally accorded all students who have successfully completed high school, and remedial courses are often offered to students who have not done so. Good junior colleges have strong guidance programs and emphasize job and career counselling.[1]

In some places the type of college described above is referred to as a "community college." In New Hampshire, however, the term community college is reserved for an institution organized under the provisions of Chapter 292-A of the Revised Statutes Annotated. Such colleges offer courses which may, under certain conditions, be accepted for credit at public institutions of higher learning. Community colleges have existed in the Monadnock and Lebanon areas for a decade. These colleges arose out of the desire of citizens in those areas for post-secondary educational opportunities; and they have served community needs not met by other institutions. This Commission agrees with the policy expressed in Chapter 292-A that the establishment of community colleges be encouraged in areas where there may be desire and need for the courses and programs they can offer.

Over 50 new two-year institutions of higher education opened in the United States in the fall of 1965. There

are now over 780 such institutions in the United States. Most of the new institutions are comprehensive community or junior colleges. The remarkable growth of the comprehensive junior college is evidence that other States are moving to fulfill the diverse needs of their students.

In 1958 Massachusetts adopted a Junior College program. Since 1960 it has developed 11 such colleges. It now is embarking upon a major building program for these colleges.

In the years ahead New Hampshire youths will need similar educational opportunities if they are to compete with the citizens of other States. New Hampshire should plan now for the extension of such opportunities to its youths. Educationally, New England is slipping behind other regions of the Nation. New Hampshire, Maine, and Vermont, especially, are failing to keep pace. Governor John W. King has said: *"If New Hampshire fails in education, it will fail in everything else."* This Commission agrees.

How New Hampshire Can Develop A Network of Comprehensive Junior Colleges

To create a network of comprehensive junior colleges the Commission recommends that the technical and vocational schools, now being operated and to be built, gradually be converted to comprehensive junior colleges by incorporating junior college curricula in them. The existing and proposed technical and vocational schools are geographically well dispersed. Their conversion will put a comprehensive junior college within reasonable commuting distance of almost every high school graduate in the State. The Commission recognizes that circumstances and conditions may dictate the location of one or more comprehensive junior colleges at sites other than where institutes are located. In general, however, the Commission believes the conversion of the vocational and technical institutes will produce economies and benefits to both technical and non-technical students. Accordingly, it recommends the conversion of the technical and vocational institutes as a plan to be pursued where conditions permit. The Commission is led to this conclusion, in part, by an analysis of the needs of New Hampshire and the experience and action of other states. For example, North Carolina, Hawaii, and other states which began major vocational and technical school programs have since found it desirable to convert them to comprehensive junior colleges. The experience of Hawaii is particularly relevant, surprisingly enough, because circumstances in Hawaii are much the same as those that exist in New Hampshire. The population of Hawaii in 1964 was estimated at 701,000; that of New Hampshire, at 654,000. Hawaii has six technical and vocational schools. New Hampshire has authorized the construction of six such schools. Hawaii is now moving to convert five of its technical and vocational schools to comprehensive junior colleges. A representative of the New Hampshire Junior College Commission has informally discussed Hawaii's program with Dr. Richard H. Kosaki, who has been assigned the task of converting Hawaii's institutes to comprehensive community colleges. Good reason dictates that New Hampshire move in similar fashion to Hawaii.

The Advantages That Will Accrue From Conversion of The Institutes

The expansion of existing, authorized, or proposed institutes, rather than the creation of new colleges, will result in economies, avoid duplication of facilities, increase efficiency, and improve the quality of education offered to all students.

The education of students who are training for technical careers in our institutes will be enriched by the addition of general education courses and by expanded facilities. State policy must not be solely to train mechanics for New Hampshire industry. Students who pursue vocational instruction should be accorded an opportunity for personal growth. Their education should equip them to function as informed citizens. Education frees man from the limitations and excesses of his own ignorance. Understanding impels man to service for his fellow men. Our affluent society is giving increased time for leisure. Education gives birth to interests and nurtures curiosities that lead men to socially constructive and personally rewarding uses of leisure. Our youth must be accorded education that helps them develop as men and women as well as technicians.

Land, libraries, auditoriums, cafeterias, certain classrooms, athletic plants and equipment, and administration offices now used solely for technical students will be useful to all students, if the role of these institutes be expanded. Some staff, including staff responsible for the above-named facilities, will serve students regardless of the programs they pursue.

The technical and vocational institutes are designed for enrollments of between 200 to 300 students. Facilities for such small numbers of students must also be small. Small facilities limit the courses and services that can be offered. Larger enrollments will make it economic to provide a wider variety of offerings.

Many New Hampshire Students Are Now Denied Opportunities To Pursue Higher Education

With the opening of the New Hampshire Technical Institute at Concord in 1965, the State entered a new era in education for New Hampshire. Prior to that time, students desiring four years in college were favored by the opportunities afforded by the State. Students desiring to pursue technical and vocational subjects did not have access to an equal number of publicly supported facilities. With eight technical and vocational institutes planned and proposed, in geographically strategic locations throughout the State, students desiring technical education at low cost and near to home are now assured technical and vocational opportunities. The creation of technical and vocational institutes was wise and foresighted. The program, the administration which inaugurated it, and the Board of Education which is bringing it to reality are to be applauded.

But in the period since these schools were planned and while they are building liberal arts and education for a degree at State supported colleges has increasingly become more difficult to obtain. Costs of tuition, room and board are increasing. Our growing population and the rising educational aspirations of New Hampshire youths is creating additional demand for admission to our public colleges. At the same time admission requirements at these colleges are stiffening. Cost and academic competition are cutting our youths off from academic opportunities that they seek.

For example, of approximately 2,144 in-state students who have applied for admission to UNH in the Fall of 1967, the University has denied admission to 309. Only the top 40% of New Hampshire high school graduates are accepted at the University. Room, board, tuition and fees at the University for 1967 will average over $1,200. Of 1,298 in-state students who have applied for admission to the 1966-67 academic year at Keene and Plymouth State Colleges, 330 have been denied admission. Keene and Plymouth seek students who graduate in the top half of their class. Tuition, room, board and fees at Keene and Plymouth average over $1,100. Undoubtedly, many students did not apply to the three institutions, knowing that the cost or the admission requirements were beyond them.

A questionnaire answered by over 7,000 New Hampshire high school seniors in 1964 revealed that 4,500 would attend a nearby comprehensive junior college if given the opportunity. Of this number 2,350 expressed an intention to take liberal arts and business courses.[2] These are among the kinds of courses that could and should be added at our technical and vocational institutes if educational opportunities are to meet the need and the aspiration of a majority of New Hampshire students. Accordingly, the Commission recommends that a program to convert the institutes to comprehensive colleges be started now and continued through the decade ahead.

The State Should Open Opportunities for the Students for Whom No Public Education is Available

The Commission respectfully suggests that we must not let the pendulum swing wholly in favor of vocational training. Additionally, we must not limit the education of vocational students solely to training for the jobs they intend to take upon leaving school. The fast changing demands of our technological society will require that many individuals be trained for new jobs several times during their lifetime. The education New Hampshire offers — technical, vocational, and general — must be broad enough to meet this challenge.

Our institutes meet a definite need. They open needed opportunities. Technical education can be of value to the State. But we must not overlook the needs and desires of individual students. Many students are not equipped, or do not want, to be technicians. They will not be called upon for mechanical skills. They want to become salesmen, clerks, bookkeepers, laboratory technicians, secretaries, nurses, statisticians, managers, and department heads. They will find non-technical jobs in service industries and governments. These students need a general education. They need courses in business. They may also need specialized courses in vocational fields of a non-manual or non-mechanical nature.

At the present time, a substantial number of our New Hampshire high school graduates cannot obtain admission to public four-year colleges to pursue their careers. Others don't need or want four-year education. Still others who are eligible for admission to the university and state colleges cannot afford to go away to school. The courses that many desire to take are not offered at any school they can afford to attend. Few New Hampshire girls are helped by the existence of our vocational and technical institutes. Technical curricula can afford education of interest only to a very limited number of adults.

A significant number of our New Hampshire youths are asking for the opportunity for general and business education that is not available to them. Some are being priced out of this chance. Others are being eliminated in the competition for admission to our public university system. The conversion of the State institutes to comprehensive junior colleges will equalize opportunities for our youths whatever life goal they seek.

Vocational Application of Technical and Specialized Training Should Be Emphasized

Creating more comprehensive curricula at our institutes will render them more, rather than less, responsive to community needs. It is in the tradition of junior colleges that they emphasize practical application of learning and the placement of graduates in jobs. The broader New Hampshire can make its offerings at these schools, the better they will serve such functions. The Commission is not recommending that the technical and vocational offerings at these schools be deemphasized as the functions they serve are increased. To the contrary, the Commission urges that there be continuing reappraisal of technical courses and programs which should be added so that the vocational curriculum in these schools will remain constantly abreast of industrial and technological developments. New Hampshire must not permit the technical and vocational curricula in its junior colleges to become dated or subordinate to the general curriculum.

The Early Adoption of a Junior College Plan Will Produce Efficiency and Save Money

If a plan is adopted now to convert technical and vocational schools to comprehensive junior colleges, it will be possible to plan the schools yet to be constructed to accommodate later comprehensive functions and larger enrollments. Planning now will permit savings in cost, more functionally designed buildings, and better quality of education than if decision is delayed.

Estimated Capital and Operating Costs

Instituting comprehensive programs at the technical schools to make them junior colleges will attract to them sudents who otherwise would not attend. Two types of costs will be occasioned by this increased enrollment.

Capital costs will be occasioned by the necessity to build plants for more students. The amount of such costs obviously will be affected by the number of students to be accommodated and the time and place of construction. About 175 square feet of building is required for each student. Massachusetts and Hawaii estimate 165 square feet per pupil. Construction costs for such schools average about $20 per square foot in New Hampshire, and $20 is the figure used by the State Department of Education. A capital investment of $3,500-$4,000 per student can be estimated as the cost of accepting at the institutes candidates for general and other non-technical training. If the institutes have been or are hereafter designed with an intention later to broaden the curriculum and to admit more students, capital costs at the time of such expansion should be less than $3,500-$4,000; the original construction will have included land and other facilities designed to accommodate more than original enrollment.

The per pupil cost of technical programs probably is in excess of the per pupil costs of general, business, secretarial, and similar programs.[3] Because the State has already committed itself to provide technical and vocational programs, the estimates by this Commission are confined to the per pupil costs of adding programs necessary to make the offerings at the institutes more comprehensive. Operating costs also are affected by factors that will vary at each institution. At the present time, $750 per non-technical pupil may be used as a rough but realistic measure of annual operating costs for a junior college.[4] Consultants to the New Hampshire Junior College Commission agree that this is a realistic estimate, and it is substantiated also by Massachusetts' experience in the operation of its junior colleges.

Direct per pupil costs at the University of New Hampshire are estimated at $1,300.[5] Direct per pupil operating costs at the state colleges are in excess of $1,000. Direct per pupil costs at junior colleges are usually less than at state universities and colleges. In a 1966 report on the financing of higher education, it is stated: "The large differences in expenditures per student in different types of public institutions suggest that future public costs per student may be held down by greater reliance on the two year community or 'junior college'."[6] The report cites 1959-1960 figures from the U.S. Office of Education showing average junior college costs per student to be approximately 60% of similar costs at teachers and liberal arts colleges.

Application of the foregoing per pupil estimates for both capital and operating costs will enable the State to estimate how many students can be accommodated wihin the limits of a given appropriation or, conversely, how much must be appropriated to serve a given number of students.

Efficiency Requires Colleges With Minimum Enrollments of 500

Since operating economies do not occur until an enrollment of 400 to 600 is attained, educators with experience in the junior college movement favor minimum enrollments in that range.[7] Since New Hampshire's vocational institutes are designed for full-time enrollments of 200 to 250 students, and its Technical Institute for an enrollment of 300, the addition of a non-technical student body should permit operation at a lower per capita cost. A wider range of subjects will be open to election by students.

The Institutes Should Be Converted Gradually

The need for a reasonably comprehensive curriculum and a minimum student body of 500 suggests the inadvisability of immediately converting all of the technical and vocational institutes to comprehensive junior colleges. At this time, certain of the schools cannot attract 500 students within one half hour commuting distance, which the average student regards as a reasonable commuting distance to a comprehensive junior college.[8]

Technical or vocational institutes exist, are under construction, or have been proposed for Concord, Manchester and Nashua; but it is obviously not necessary or desirable immediately to establish a community college with a full comprehensive curriculum in each of the three cities. With the growth of population, however, each area of the State should have the capacity to support a junior college with such a curriculum, and each major area has an institute in existence or projected.

It is unrealistic to assume that funds will be found immediately to convert all of the technical and vocational institutes into comprehensive junior colleges. Moreover, such a course is unnecessary and undesirable.

The 1967 Legislature Should Appropriate Funds for New Hampshire's First Junior College

Rather, the Commission proposes that the junior college system be gradually developed over the next decade. It proposes, however, that a start be made now.

The Merrimack Valley Area, embracing Concord, Manchester and Nashua, has the largest population of any area in the State. In a 1964 survey, almost 1,500 seniors within reasonable commuting distance of Manchester or Nashua expressed a desire to attend a comprehensive junior college if one were established in the lower Merrimack Valley Area. Moreover, both the University of New Hampshire[9] and the New Hampshire State Department of Education[10] regard this area as well suited and ready for the State's initial venture into junior college education.

The establishment of a college in the Merrimack Valley will enable the State to learn about the operation of junior colleges while opening needed opportunities to students in the area of greatest population. Both the capital cost and operating expense of this one comprehensive junior college should be within the immediate financial capability of the State.

The 1964 survey of high school seniors, to which reference has been made, discloses that if comprehensive junior colleges were established within reasonable

commuting distance they would attract the following numbers of area students:

1,500 in the lower Merrimack Valley (Manchester-Nashua),

926 in the Seacoast Area (Portsmouth, Dover, Rochester),

874 in the Lakes Area (Concord, Franklin, Laconia, Plymouth),

722 in the Dartmouth-Sunapee Area (Keene, Claremont, Lebanon),

488 in the Mt. Washington Valley (Haverhill, Littleton, Lancaster, Berlin, Colebrook).

Undoubtedly, many students who said they would attend such an institution might not ultimately do so. Since the questionnaire was circulated, institutes have been constructed which meet part of the need. Discounting these factors, it still appears that each area offers the promise of being able to sustain a 500 student junior college and some will attract enrollment in excess of 500. Those areas that now exhibit marginal demand will have greater need as population increases. Moreover, the potential enrollments at technical and vocational institutes located near the borders of Massachusetts, Vermont, and Maine can be increased, and junior colleges can sooner become a reality in these locations, if the State will make suitable arrangements with these sister states. This point is discussed later in this report. Obviously, some areas have a larger potential enrollment within shorter commuting distances than do other areas. Undoubtedly, more students will enroll in public junior colleges if admission requirements are relaxed, as this Commission recommends.

One thousand three hundred fifty (1,350) seniors who expressed a desire to take vocational and technical courses at such comprehensive junior colleges will have the opportunity to do so at the seven or eight vocational and technical institutes that are, or are to be, built. New Hampshire must congratulate itself for opening opportunities for youths with such talents. However, according to the 1964 survey, 2,000 young men and women each year would enter upon liberal arts or general education, business courses, training leading to nursing and health careers, and other junior college programs, if such a college were located within one half an hour of their homes. The talents of these students, too, must not be ignored. New Hampshire will have need of them. Undoubtedly, some of these boys and girls will obtain admission to other schools and thus realize their ambitions. But the evidence is that a very large number will be frustrated. The aspirations of a large number of New Hampshire youths can be fulfilled and other youths can be motivated toward rewarding careers by the gradual establishment of a network of comprehensive junior colleges.

The figures urge that New Hampshire institute a comprehensive curriculum at one of the vocational or technical institutes and provide it with the facilities to accommodate the same. Such a venture will provide the State a needed resource and give it experience with a junior college program. It will enable the State to test the junior college concept, the need, the cost, and the response. In short, it will provide the State with a model for the development of other junior colleges in such areas as need and growth dictate.

In What Order Should The Vocational and Technical Institutes Be Converted to Comprehensive Junior Colleges?

How many of the institutes should be converted to junior colleges, which should be converted first, which should follow and in what order, must be determined after review of many factors by the agency which is charged with the implementation of the junior college program.[11] In analyzing each location, consideration will have to be given to such factors as the availability of land, the cost of converting the particular institute, the accessibility of private institutions and the needs being met by them, population trends, and the desire of area residents that the college be established. Answers to these and other questions for each area of the State should be sought nearer to the time that conversion of still another institute is planned. Priorities among the institutes can best be assigned at such time. Legislation should direct the agency that is charged with responsibility for the institutes and junior colleges to make studies between each session of the General Court. Such studies will develop information that will enable the State to establish priorities for the conversion of the institutes to comprehensive junior colleges.

AN INTERIM PROGRAM

SELECTIVELY ADD TWO YEAR COURSES IN GENERAL EDUCATION AND HEALTH AND BUSINESS CAREERS AT THE STATE COLLEGES AND INSTITUTES

The program thus far proposed by this Commission envisions the selective conversion, in the next decade, of four or five of the institutes. Other educational opportunities demanded by youths and useful to the State can be made available in the interim.

Education Opportunities in Health Careers Should Be Provided by the State

Over 900 New Hampshire high school seniors stated in 1964 that they would elect nursing and other health career programs if such programs were offered at a nearby junior college. At that time, the Medicare and other federal programs had not been enacted. Programs of the federal government for medical care for the aged, the construction of hospitals, the construction and staffing of mental health centers, research in the care of heart disease, cancer, and stroke, and the upgrading of nursing homes will result in increasing demands by New Hampshire hospitals, clinics, and nursing homes for health personnel — including nurses, licensed practical nurses, nurses aides, and laboratory and dental technicians. At the same time that demand for such personnel is increasing, nursing schools in New Hampshire hospitals are decreasing, as is the number of persons enrolled in such schools. A trend favors the training of medical and

paramedical personnel in academic institutions in co-operation with local hospitals, rather than wholly in hospitals. A 1961 report on nursing education in New Hampshire recommended that a two-year associate program for nurses be established at the University of New Hampshire.[12] Reports that have since issued from Newton Junior College and other two-year colleges about experiments with such associate degree nursing programs attest to the effectiveness of such training.[13] There are over 160 schools in the United States offering two-year associate degree programs for nurse trainees. Two-year programs cut the time and cost of training. They supply personnel who are badly needed. New Hampshire has no such program, although in 1965 the University of New Hampshire undertook a four-year degree program, which it considers more in keeping with its mission than a two-year associate degree program.[14] Despite the university program, the organized nursing groups and hospitals in the State continue to urge that two-year educational opportunities be provided for nurses.

Several regions in the State would easily attract enough applicants to make a program successful. Accordingly, the Commission recommends that a two-year associate degree for nurses and other paramedical personnel be added at one of the institutes at the earliest possible time. It will be essential that such a program be located in an area where clinical facilities are adequate for those who enroll in the program. Other factors, including the adequacy of nearby hospitals, population, and demand, will have to be surveyed, in selecting the first and any later institutions in which a medical program is to be offered. The Commission urges, however, that funds for the program be appropriated at the 1967 session of the General Court.

The Cost of Two Year Courses in Preparation for Health Careers

In 1964 the Committee to Study Nursing Needs and Goals in New Hampshire estimated the gross annual cost of training 60 nurses in a junior college at $45,000, or $750 per student.[15] Part of these costs, of course, would be recovered in tuitions and fees.

Add Two-Year Programs to the University System

Eight hundred seventy-eight (878) girls and two hundred seventy-eight (278) boys in 1964 stated a desire to study at local junior colleges for entry into "business occupations."[16] Presumably, a fair proportion of the girls were considering bookkeeping, secretarial, and related jobs, while the boys were considering such fields as purchasing, sales, advertising, marketing, distribution, and management. Courses preparing for such jobs can be offered at comprehensive junior colleges, as the institutes are converted. Opportunities for adequate training for such jobs should not be totally denied to New Hampshire boys and girls.

At Plymouth State College

At the end of 1964, the University of New Hampshire proposed that Plymouth State College add a two-year associate in arts (General Secretarial) program which would accept 25 students each year, a two-year associate in arts (Business Administration) which would accept a like number, and a two-year associate in arts (General) which would accept 50 students each year.[17] The gross annual cost to train 200 students in these three programs was estimated by President Harold Hyde at $86,000. The gross annual cost per student, therefore, was estimated at $430. Part of this cost would be recovered in tuitions and fees, if the same tuition charged other students at Plymouth ($300) is charged to students who register for these programs. Presumably, this low annual cost per student results from the temporary availability at Plymouth of staff and facilities. Moreover, Plymouth now enrolls a sufficient number of students to permit efficient operation and certain economies. In the long run, however, the per pupil cost of two year programs at the state colleges would probably be the same as or higher than such costs at the institutes.

If the administration at Plymouth determines that, within acceptable commuting distances, there are insufficient opportunities for New Hampshire high school graduates to get the kinds of training that Plymouth can offer, it may want to add the suggested programs to its curriculum. At the present time, none of the proposed institutes is within such distance adequately to serve students in the Plymouth area. Moreover, the courses to be offered would open needed opportunities for residents of New Hampshire's North Country, whose remote location often deprives them of desired opportunities.

N.H. Revised Statutes Annotated, Chapter 187, Section 5 directs that each state college "shall become a multipurpose college by expanding the current programs to provide instruction in the liberal arts and sciences and in selected applied fields to better serve the needs in its respective area of location."

This section further empowers each of the state colleges "to offer a two year course in general education and award the degree of associate in arts to those who successfully complete the program."

In keeping with the legislative mandate to it, Plymouth State College can undertake the above-described programs. The Commission, however, notes that Plymouth's long range budget projections do not provide for two-year programs. Such programs should be added at Plymouth only to the extent that its board, administration, and faculty believe that such courses will not impede Plymouth's basic functions as a four-year degree granting school and a center for the education of teachers.

At Keene State College

The University of New Hampshire has also proposed that there be added at Keene State College two-year associate degree programs in general and technical education. At this time, no two-year general education program is available within acceptable commuting distance of Keene. A general education program is within the 1963 legislative mandate to Keene. Because of its

well developed plant, Keene estimated that it can offer this program at a net per pupil cost to the State of $285 in the first year, decreasing to $140 as enrollment in the program is increased to 200 in its second year.[18]

Again, it may be more realistic to assume that the per pupil cost of two-year programs eventually will approximate its average per pupil cost. Keene State College may want to institute two-year programs which will not reduce its capacity to serve candidates for degrees and teacher trainees. Because of existing facilities such as libraries, science laboratories, and student centers, the addition of two-year curricula at Keene State College, temporarily, can be effected at a saving in capital costs. The location of two-year programs at the college will open opportunities to students who are not within reasonable commuting distances of any of the institutes.

Keene State College appears not to be authorized by existing law to offer a two-year technical program. With the construction of Claremont Vocational Institute, opportunity will be created for students in the Monadnock-Sunapee Area who desire technical training. The Commission suggests, therefore, that Keene delay seeking authority to institute a two-year technical program, as it has suggested, until the impact of new institutes at Claremont and Manchester and the public Junior College at Gardner, Massachusetts can be evaluated.

The State Colleges Should Consider Carefully Whether to Add Two-Year Programs

Offering two-year courses at the state colleges will accelerate the opening of opportunities to students within commuting distances of the colleges, but there are potential disadvantages which should be considered. Acceptance of two-year students may eventually limit the ability of the college to accept four-year students. With two-year students constituing only a small fraction of total enrollment, programs for them might tend to be subordinated to programs for four-year students. Since admission and other requirements for two-year courses differ from the requirement for four-year courses, the colleges will have to determine whether to integrate classes for the two programs or to treat them separately. Many such problems will be presented if two-year programs are to be accommodated on the same campus with four-year programs.

If Keene State College accepts two-year students, the ability of a junior college in the Lower Connecticut Valley to attract sufficient students to sustain economic operations may be delayed. Similarly, Plymouth State College may draw enrollment from certain areas that ultimately should be served by a regional junior college. In the long run, a more rational system may develop in New Hampshire if all two-year education (with the exception of that which has long been offered at Thompson School) is subject to the guidance and control of a single authority or board of governors rather than to several boards. It is for these reasons that the New Hampshire Junior College Commission recommends that units of the state university weigh carefully whether to undertake new two-year programs on other than an interim basis which contemplates their transfer to junior colleges that may be created to serve the same areas.

The Junior College Should Be Governed By a Separate Board

A variety of organizations are employed to govern junior colleges. In some states, such as Hawaii and Georgia, junior colleges are extensions of the state university and are governed by the university's board of trustees. In others, such as Maryland and New Jersey, the state department of education has begun units which are then subject to the jurisdiction of the board of education and the professional staff of the state department. In a third type of organization, such as that employed in Massachusetts, Florida, Illinois, and Minnesota, the junior colleges are governed by an independent board of trustees. There are virtues and vices in each type of organization.

Where junior colleges are extensions of the state university, there is danger:

(1) That the junior college be subordinated to the four-year schools under the jurisdiction of the university in such matters as the allocation of funds, the assignment of staff, etc.

(2) That the junior colleges be governed by traditional university concepts, which differ from the concepts that underlie the comprehensive junior college movement — e.g., admission policies may become restrictive, liberal arts may be favored over technical training and technical training over vocational, etc.

(3) That the junior colleges be oriented toward the university system and less toward the communities in which they are located. In turn, the community may be less a part of the junior college, if it is under university control. The enthusiasm behind the community college concept, the new groups it motivates to action, and the support of the community are vital to its success.

State departments of education are handicapped in the administration of comprehensive junior colleges by the following factors:

(1) In many states the department of education is over-worked and under-staffed in performing its primary function of administering the elementary and secondary educational system.

(2) Professional staffs of state departments are trained and experienced in elementary and secondary school theory and practice. Such skills and experience are not adapted to the administration of a college program. The personnel of state departments of education are trained in secondary vocational education rather than collegiate level technical education. Comprehensive junior colleges should be more than an additional two years of high school.

(3) Control by a state department of education also can result in a lesser level of community involvement and participation. Direction and supervision by a state board of education is necessarily less intense than by a separate board, because of the many other demands upon state boards of education.

On the basis of research, consideration of New Hampshire's particular requirements, and the recommendation of consultants, this Commission advises that a separate board of governors be established to administer the comprehensive junior college system in New Hampshire. This board should include representatives of the University of New Hampshire and the State Department of Education, but public members should constitute a clear majority. University and Department of Education representation on the board should assure that the institute and junior college programs will be coordinated with high school curriculum and meet the standards of the university and the State's other colleges to which junior college transfer students will be seeking admission. Such representation should also prevent unnecessary duplication of programs at any of the State's institutions of higher learning. A separate governing board is recommended because:

(1) This form of organization is becoming the trend in junior college organization.
(2) Such a board places the junior college in coequal status administratively and in relation to the legislature with other levels of public education.
(3) The junior colleges will be the sole and exclusive concern of the governing board which administers them and not a subordinate ancillary responsibility of another board already over-burdened.
(4) This form of organization acknowledges the unique role and function of junior colleges. It will not put them into the hands of faculties and staffs that have been trained to other functions and other concepts.

Since two-year post-secondary education is offered at each of the technical and vocational institutes, this Commission proposes that a new board of governors of New Hampshire junior colleges be established and be given responsibility for the development and operation of the said institutes. The same recommendation was made to the State in 1963.[19]

Difference of Opinion Relative to Method of Organization

At hearings conducted by the New Hampshire Junior College Commission, the following positions emerged. The administration of the University of New Hampshire believes that junior colleges should be operated as an extension of the university system and be administered by the university. It believes that junior colleges should not be under the direction of the State Board of Education. The State Board of Education believes that maybe, at some time in the future, the governance of the junior colleges should be placed in a separate board but that the State Department and the State Board at least should start the program and govern it in its initial years. The State Board of Education believes that the university should not govern the junior college system. The New Hampshire Junior College Commission believes (1) that the junior college system will be administered best if it is administered by a separate board; (2) that the objectives of both the State Department and the university relative to junior colleges will be secured by the representation of each on the board of governors of the junior college system; and (3) that, if such a board of governors for junior colleges ultimately is expected to govern the junior colleges, the separate board should be created and charged with that responsibility from the outset.*

However, one fact should stand out above all others. The administration of the University of New Hampshire and its Board, the State Department of Education and its Board, and this Commission all agree that some junior college program should be established in New Hampshire immediately.

The Commission urges, therefore, that a start be made. The greatest mistake that New Hampshire could make would be not to have any junior college because of honest and defensible difference of opinion among various agencies as to how and by whom junior colleges should be governed. This Commission has expressed its view as to the best method of organization. It strongly urges the adoption of its recommendation that the technical and vocational institutes be transferred to a separate board of governors, which shall be responsible for the present and future conduct of these schools. Nonetheless, the Commission is of the opinion that it will be better to have a junior college system under any of the alternative methods of organization that have been suggested than to have no junior college system at all.

Cooperation with Other States

The New England Board of Higher Education is proposing an arrangement among the states for the interchange of students among junior colleges. The governors of the six states have also considered this proposal. Under a possible plan, New Hampshire students might gain admittance to Massachusetts junior colleges at the same tuition that they pay for admission to New Hampshire junior colleges. Massachusetts residents, in turn, could be extended the privilege of attending New Hampshire's junior colleges by paying the same tuition charged New Hampshire students. This Commission recommends New Hampshire's support of such cooperation with Massachusetts. Students from Salem, Hampstead, Plaistow, Newton, Exeter, and other towns in Southeast New Hampshire will thereby be given access to a 3,000 student junior college to be built in Haverhill, Massachusetts. Students from Jaffrey, Rindge, Fitzwilliam, Troy, Mason, Greenville, Temple, Sharon, New Ipswich, and surrounding points will have access to a

*So that this recommendation of the New Hampshire Junior College Commission will not be interpreted as a desire to perpetuate itself, it should be made clear that this Commission is not proposing the continuation of the Commission but the establishment, by appropriate legislation, of an entirely separate body. This Commission regards its function as studying and recommending only.

Commonwealth junior college at Gardner, Massachusetts, which is well within commuting distance of these New Hampshire communities.

Massachusetts students from Lowell and its environs may want to pursue the courses offered at such technical institute or junior college as may be built in Nashua.

Massachusetts junior college authorities with whom this Commission has discussed a cooperative interstate arrangement are receptive to some interstate compact.

The technical, vocational, academic and other courses to be offered at junior colleges on either side of the New Hampshire-Massachusetts border should be coordinated to prevent duplication and to offer the widest range of alternatives to students from both New Hampshire and Massachusetts.

In informal discussion with a representative of the Commission, President McCune of the University of Vermont asserted the potential value to Vermont of an arrangement with New Hampshire under which Vermont students would be admitted to New Hampshire junior colleges that are to be established in the Connecticut River Valley. A contract by which Vermont would pay New Hampshire the difference between the tuition at such colleges and New Hampshire's actual cost of instruction would be advantageous to New Hampshire. The institute scheduled for construction at Claremont and the one proposed by the Board of Education for location in the Upper Connecticut River Valley would thus draw upon a wider area for their students.

Since a minimum enrollment of 500 is necessary to efficient and effective operation, junior colleges in these locations will find it advantageous to enroll Vermont students.

Study may reveal that the strategic location of a junior college will permit both New Hampshire and Maine students to be served where neither could be served without coordination. The Commission, which recommends study of such possibilities, believes that a board of governors separately charged with responsibility for junior colleges will best be able to devote time and to keep informed relative to such matters.

A Suggested Tuition Policy for New Hampshire Junior Colleges

Seven states charge no tuition at publicly supported junior colleges. Of the states that charge tuitions, 75% fix it at half or less of the cost of instruction;[20] however, the Commission believes New Hampshire junior college tuitions should be 50% or more of such cost.

As stated elsewhere in this report, annual gross cost of operating a junior college can be held to approximately $750 per student. Tuition at publicly supported junior colleges in Massachusetts is only $200. In that state, therefore, public subsidy of each student is approximately $550. This Commission recommends, however, that New Hampshire set junior college tuition much closer to the actual cost of instruction. In principle, the Commission favors lower tuitions. The creation of regional junior colleges, however, will increase the number of students who will enter our public colleges. The higher the subsidy that the State provides every student by charging low tuition, the less will be its financial capability, within existing revenue sources, to serve a larger number of students. The Commission believes it better to open new opportunities at higher tuitions than not to make the opportunities available at all.

Primarily, the junior colleges will be non-resident colleges. Students will save the cost of living away from home. In general, therefore, they should be able to afford a tuition of 50% or more of the estimated cost of instruction. For example: of the 155 scholarships awarded by Keene State College in 1965-1966, only 21 awards were deemed necessary for the approximately 350 students who commuted to school. If tuition approximates the cost of instruction, the State will avoid a large and automatic subsidy to many students whose parents can afford such tuition so long as the student can live at home. Summer work opportunities alone will provide a substantial part of the tuition costs for many students.

If such a tuition policy is to be adopted, the State should fund a scholarship program. A low tuition rate provides subsidy to all, whether they need it or not. A higher tuition and a scholarship program will assure that the State extends substantial subsidy to only the student who needs it. But, if the higher tuition policy is adopted, only the enactment of a scholarship program will assure equal opportunity for each high school graduate, regardless of sex, economic condition, and other differences. Girls, for example, will not have the same summer earning capacity as boys. Disadvantages suffered by individual students can be equalized by extending scholarship aid to them without, at the same time, extending it to other students.

A Scholarship Program for New Hampshire

At the 1966 meeting of the Governor's Conference on Education, it was recommended that a scholarship program be established in New Hampshire. Less than a quarter of the states now have scholarship programs. Of these, New York towers above all others with its distribution of almost $80,000,000 annually for scholarships. To provide equivalent aid in proportion to its population, New Hampshire would have to give over $2,000,000 annually in scholarships. It is not realistic to believe that New Hampshire will support such a major scholarship program, but the Commission believes that New Hampshire can pioneer concepts in scholarship aid that fit conditions in New Hampshire and will be meaningful to New Hampshire students. In the long run, a direct scholarship program will save money for the State by avoiding low tuitions which give an indirect subsidized scholarship to every student regardless of need. Later in this report the Commission recommends that the State join with its county governments and private citizens to provide scholarships for New Hampshire students.

Recommended Sources of Support for a Comprehensive Junior College System

Some will say that the State should pay all the costs of higher education, including the cost of immediately creating a junior college network, by enacting a broad based tax. The citizens of the State know that such an alternative is always open to them. Decisions about new revenue sources are for the people and their elected representatives to make. The Commission, therefore, has conceived its function to be to recommend methods of implementing a junior college program which are within the existing tax capabilities of the State.

In part, the Commission has recommended the conversion of some of the institutes over a period of years in the belief that revenues from existing sources will increase sufficiently to permit such gradual conversion and to provide for the gradually increasing number of students.

In many states, junior colleges are supported by county or city governments or both. In other states, local units of government contribute all or a part of the costs of construction of such schools. In still other states, local county or municipal governments contribute a portion of annual operating costs or make some other type of contribution to the local junior college.[21] By virtue of its governmental organization, tax structure, and tradition, such patterns of local contribution to junior colleges are not suited to New Hampshire.

Ways can be found by which the counties and municipalities whose residents benefit from higher educational institutions can contribute to them. In the view of the Commission, if a junior college system is going to be brought into existence now, within existing sources of revenues, the cost of it will have to be shared by the State, county and municipal governments, students, and private sources. The program will have to be funded, in differing measures, from State revenues, local taxes on property, tuitions, and private contributions.

The Commission recommends, therefore, the following:

(1) That the municipalities in which new state institutions of higher education are to be located contribute the site and prepare it for use.

(2) That the State pay the costs of construction and other capital costs, including costs of equipment.

(3) That the State pay no more than 50% of operating costs, but that the State join with its counties and private citizens in a scholarship plan to put tuition within reach of each county resident. Assuming it costs more to educate students for certain technical and vocational pursuits, the tuition subsidy to these students by the State will be larger, but the State has already wisely committed itself to that program.

(4) That the balance of operating costs be produced from tuitions.

(5) That each county provide scholarships to State-supported institutions of higher education, for youths who are resident in the county and need financial help to attend such schools.

(6) That the citizens of New Hampshire's towns and cities be given financial incentives by the State to continue or create citizen scholarship programs to help students attend institutions beyond high school, public and private, and within, or outside of, the State.

(7) That businesses and industries be urged and encouraged to contribute equipment and provide part time faculty from trained members of their staffs.

(8) That the State take advantage of federal programs for the construction and operation of such institutions.

The provision of site and the costs of site preparation by the municipalities in which these institutions will be located is not a new proposal. In Virginia, "evidence of local interest in the establishment is expected to be shown in a tangible way through the provision of site and site improvement." The Commission recommends that with respect to future site needs the State adopt Virginia's policy.

A program by which each county may be enabled to help the cause of higher education and youths resident in the County is outlined below.

A STATE SCHOLARSHIP PROGRAM — THE STATE SHOULD PROVIDE INCENTIVES TO COUNTY GOVERNMENTS AND PRIVATE AGENCIES TO RAISE SCHOLARSHIPS FOR LOCAL YOUTHS

A County Scholarship Program for County Youths

By law each county of the State should be authorized annually to appropriate an amount as a scholarship fund not to exceed the larger of 20 cents per capita of its population according to the last United States decennial census or $10,000. The total of any such amounts as are annually raised under this provision shall be paid in such proportion and to such institutions of higher learning operated and supported by the State of New Hampshire as the county commissioners shall specify. For each dollar thus paid by each county to each such institution of higher learning, the State of New Hampshire will pay such institution fifty cents. The said amount paid by the county to any institution and the amount paid by the State on account thereof shall constitute a fund from which the said institution shall award scholarships to resident students of the said county who have need of such help.

The following features commend this proposal:

(1) A county will provide scholarships only if it wants to. Initiative, therefore, will remain at the local level.

(2) A county will be able to appropriate such

amount of money, up to a reasonable maximum, as it considers desirable.

(3) Each county will make its own decision as to which state colleges shall get shares of its money. Each county can be expected to make scholarships available to each of the State institutions of higher learning based upon the number of students from the county who attend each institution.

(4) All State institutions of higher education, including the university, the state colleges, the junior colleges, and the technical and vocational institutes, will be benefited.

(5) Each county's contribution will be of direct benefit to it since it will be used, at the colleges, only for the residents of the county which contributed the funds.

The maximum contributions by each county and the State are stated below on the basis of 1960 populations.

County	Population	Maximum County Appropriation		Maximum State Contribution
Belknap	28,912	$10,000		$ 5,000
Carroll	15,829	10,000		5,000
Cheshire	43,342	10,000		5,000
Coos	37,140	10,000		5,000
Grafton	48,857	10,000		5,000
Hillsborough	178,161	35,632		17,816
Merrimack	67,785	13,557		6,779
Rockingham	99,029	19,806		9,903
Strafford	59,799	11,960		5,980
Sullivan	28,067	10,000		5,000
	Total	$140,855	+	$70,478

New Hampshire's Program of Scholarships Provided by Citizens

For over five years Laconia and Claremont each have had a voluntary organization which raises money locally. This money is awarded in scholarships to residents who intend to pursue education beyond high school. Since 1963 similar programs have been created to serve more than 100 New Hampshire towns and a majority of New Hampshire's cities. In 1965 these groups awarded more than $150,000 to over 500 New Hampshire students. The awards permit students to attend vocational or academic institutions. Many students in the lower three-quarters of their class have qualified for such help. College Scholarships Service, an affiliate of the College Entrance Examination Board, recommends the adoption of this plan to community groups. The program has been officially endorsed by the New England Governors Conference. Following New Hampshire's example, the Charles F. Kettering Foundation committed $75,000 to the creation of a similar program in Ohio communities, and the Lilly Endowment, Inc. has made a like grant to foster the growth of the program in Indiana. The program has been the subject of favorable articles in the *Readers' Digest*, *Time*, the *Saturday Review*, the *Christian Science Monitor*, *Better Homes and Gardens*, and numerous other publications.

The citizens movement in New Hampshire has the following characteristics:

(1) It is a manifestation of private initiative in education.

(2) It is administered by citizens at the local level.

(3) It helps students who desire vocational, technical or academic training.

(4) It helps students who are not at the top of their class, as well as those who are.

(5) It limits its awards to students with genuine financial need.

(6) It fosters self-help on the part of students and focuses attention upon education.[22]

A Recommended Scholarship Program for New Hampshire

This Commission does not believe that the State of New Hampshire can afford a program that would provide scholarship aid to all students who need such aid. As an alternative, this Commission recommends that the State establish a grant-in-aid program to provide incentive to local citizens' groups to raise money to be awarded in scholarships to local youths. In this way, approximately $150,000 being raised by such citizens' groups will be increased by the amount of such incentive as the State awards. Scholarships will be awarded to students recommended by local citizens' groups, whose programs meet minimum standards. The amount to be received by the students in any locality, in supplement of scholarships provided by local groups, would be limited by formula. The following formula is suggested:

Twenty-five cents for each $1 awarded in the scholarship area from sources other than federal, state, or local governments or endowment funds to the extent the annual income from the same, prior to the date of passage of this act, was awarded in scholarships to New Hampshire students, provided, however, that in no case shall the contribution of the State to students in the scholarship area exceed the amount obtained by multiplying 25 cents by the population of the scholarship area according to the most recent United States decennial census.

The State would have supplemented scholarships by approximately $30,000 in 1964 and $40,000 in 1965, if the foregoing formula had been applied to the amounts raised by eligible citizens' groups in each of those years. The formula would limit the State's share, in any event, to $170,000, based upon the 1960 population of the State. In order for the State to be called upon for such an amount, private contributors in the State will have to donate $680,000, which, with the addition of the State's contribution, would provide $850,000 in scholarship aid to New Hampshire students. If the State's formula provides any such incentive to private giving, the experiment by the State will have been more than worthwhile.

It is more likely that the level of the State's annual contribution under the formula will start at approximately $45,000 and, hopefully, increase slowly to an amount not in excess of $75,000 as public contributions increase. Obviously, under the formula private scholarship aid will always be four times the State contribution. The maximum amount contributed by the State can always be limited by the appropriations of the General Court for the purpose. A formula will be included in the act to govern any deficiency between the amount for which all scholarship areas qualify and the amount appropriated.

The State Scholarship Commission will grant scholarships to students nominated by each local scholarship group, provided the standards of any such group meet the minimum requirements prescribed in Commission regulations. Among such minimum standards would be requirements that scholarships be awarded by the local groups (1) without regard to race, color or creed; (2) pursuant to fair methods of selection, in which recipients are chosen on the basis of merit and the amount of scholarship is awarded on the basis of financial need; (3) that any resident of the community be permitted upon payment of $1 or more to become a member of the local scholarship group with an equal vote with all other members in its affairs; and (4) that money received and paid be properly handled and accounted for by such methods as the State Scholarship Commission might approve.

The State Scholarship Commission will be empowered to make awards to candidates of its own choosing from any scholarship area in which no local group meets such standards.

If the State adopts the objectives recommended by the New Hampshire Junior College Commission, it will favor those programs which create the maximum possible opportunity for each student to pursue educational goals of his own choice. The State will seek to open opportunities to students who desire to attend private institutions of higher learning both in the State and outside of it. The State will not limit educational opportunities to entrance to State supported colleges, junior colleges and technical and vocational institutes.

By encouraging the scholarship programs of local citizens, the State will open further opportunities to students, regardless of the higher education which they desire to pursue. This is so, because the existing voluntary citizens groups in the State make awards to students who pursue higher education in or out of the State, in public or private, or of a technical or academic nature. The adoption of the suggested program will give impetus to their efforts, as well as help many more New Hampshire boys and girls realize their life ambitions. The suggested incentive program will leave initiative and control with private groups at the local level.*

New Hampshire Should Act — Now

A struggle to reach concensus about public higher education has occurred in the United States in recent years. Should public higher education favor liberal arts, for which most public facilities, in the past, were built? Should public higher education favor middle and high income groups, who can pay the costs of tuition and the costs of living away from home for four years? Should public higher education favor only the more gifted, who, under present policies, are best able to qualify for college admission and scholarship grants? Can we afford and should we open more higher educational opportunities to those who seek vocational training, to members of low income groups, and to students who are not in the top of their class?

Answers have come. They have come from local communities across the country. To prevent large numbers of their youths from being cut off from higher education, citizens in various areas have provided local or regional facilities of higher education. In a relatively short period of time, almost 800 two-year institutions have sprung into being across the nation.

Every time that we, as a people, have extended educational opportunities we have profited. Education pays. It benefits the individual and the State. On an average, individuals who attain a higher level of education have greater lifetime earnings than those who attained a lesser level of education. Illiterate nations are poor nations. An investment in education is the most productive investment a state can make in its future.

Through comprehensive junior college programs, the people of the United States are putting two years of higher education within the reach of every young man and woman. New Hampshire youths should not be denied an education equal to that provided in other states. New Hampshire will not grow commensurately with other states, if it does not offer its youths equivalent education.

In 1963, the Interim Commission on Education recommended that a junior college program be implemented in New Hampshire by adding comprehensive curriculum to the programs of the institutes. This Commission makes the same recommendation.

The State Department of Education, the university, and the state colleges each have recognized that a start should be made toward two-year education in New Hampshire. The New Hampshire Guidance Council has urged the creation of comprehensive junior colleges. In 1964 members of the New Hampshire Manufacturers Association who were polled in each of the counties overwhelmingly favored the initiation of such a program. City officials have appeared before the Commission to urge that a start be made. The New Hampshire Education Association and the many other agencies concerned with education which attended the 1966 Conference of the Governor on Education put the creation of a junior college system on the list of state educational programs entitled to priority. Health agencies in the State strongly back the training of paramedical personnel in public junior colleges. The Chairman of the Interim Commission on Education reports that, at public hearings conducted by his Commission, the concern of citizens for the creation of a comprehensive junior college was second only to their concern for the adequate financing of elementary and secondary public education.

The need is clear. The State should get on with the job.

*Since New Hampshire chapters of Citizens' Scholarship Foundation of America, Inc. would benefit from such a proposal, the Commission notes that Eugene C. Struckhoff, a member of this Commission, is Chairman of the Board of Directors of that agency. Citizens' Scholarship Foundation of America, Inc. is, however, a charitable corporation and no personal benefit inures to any of its officers, directors, or members.

REFERENCES

[1]Edmund J. Gleazer, Jr. (President, American Association of Junior Colleges), "The Community College, A New Social Invention," *A New Era* (The National Observer: *Newsbook,* 1966), p. 125 ff.

[2]*Tabulation of Responses by Areas of 1964 Seniors in Public and Parochial High Schools to Questionnaire on Educational Demands and Needs* (N. H. State Department of Education: Concord, 1964).

[3]The Chief of Vocational Instruction of the New Hampshire State Department of Education, however, states the annual cost per student at Manchester and Portsmouth Vocational Institutes at approximately $700, exclusive of the costs of amortizing capital investment.

[4]*State Formulas for the Support of Public 2 Year Colleges* (U. S. Department of Health, Education and Welfare: 1962), p. 35.

[5]*University of New Hampshire Budget* (June 2, 1966).

[6]*Public Financing of Higher Education* (Tax Foundation, Inc.: 1966).

[7]*Criteria for the Establishment of 2 Year Colleges* (U. S. Department of Health, Education and Welfare: 1960), p. 34.

[8]*Tabulation of Responses by Areas of 1964 Seniors, op. cit.*

[9]*2 Year College Programs, A Proposal and a Prospective Budget* (Submitted by the University of New Hampshire, 1964).

[10]*Capital Budget Proposals* (Submitted by N. H. State Department of Education: 1966).

[11]After this report substantially was written, the State Board of Education delivered its capital budget requests to Governor John W. King. The State Department of Education has asked that equal and first priority be given to the appropriation of capital to convert the Manchester Vocational Institute to a junior college, to build a technical institute in Nashua, to double enrollment at the Technical Institute in Concord, and to build a vocational institute in the Upper Connecticut River Valley.

[12]*Report of the Spaulding Council on Nursing Education* (1958-1961).

[13]*Report to Funds and Foundations of the Six Year Experimental Period of the Newton Junior College Nursing Program.* (Nursing Council of United Community Services: Boston, Massachusetts, 1965).

[14]Eldon L. Johnson (President of the University of New Hampshire), letter to the Project Director, the Spaulding Council on Nursing Education (July 5, 1961).

[15]*Proposal for Associate Degree Program in Nursing* (Committee to Study Nursing Needs and Goals in New Hampshire).

[16]*Tabulation of Responses by Areas of 1964 Seniors, op. cit.*

[17]*A Proposal to Offer Two Year Programs for the Associate Degree* (Plymouth College).

[18]*A Two Year General Education Program Leading to the Associate in Arts Degrees* (Keene State College).

[19]*Report of the Interim Commission on Education* (established under Chapter 291, Laws of 1961).

[20]*State Formulas for the Support of Public 2 Year Colleges* (U. S. Department of Health, Education and Welfare: 1962), p. 19.

[21]*Ibid.*

[22]Reports from the Concord *Daily Monitor* relative to the 1966 program of Concord Citizens' Scholarship Foundation (Concord *Daily Monitor:* April 23 and 26, May 7, June 9 and 18, 1966), p. 1.

APPENDIX

With a grant from the Spaulding-Potter Charitable Trusts, this Commission was enabled to retain the services of three consultants with wide experience in the establishment and operation of regional comprehensive junior colleges. They were officials of the Massachusetts Board of Regional Community Colleges: John Costello, executive director; Donald Deyo, director of planning; and Dr. William Dwyer, president.

The Commission began its work with a public hearing in Concord. This hearing attracted more than one hundred persons, of which thirty-two addressed the Commission. Literally, all favored state supported junior colleges. These persons represented all areas of the state, from both the public and private sector. They represented educational institutions, civic groups, municipalities, business and industry, health and medical professions, chambers of commerce, governmental agencies, legislators, individuals, and groups and societies.

The Commission met monthly in late 1965 and weekly through early 1966. On these occasions the Commission was given presentations on behalf of similar groups. Those documents submitted to us, many of them referred to in the program recommendation itself, are presented to the office of the governor with the Commission's proposed program.

The Commission would like to point out that on more than one occasion it met with and consulted officials of the University of New Hampshire, the State Board of Education, and the State Department of Education. Officials of all these groups cooperatively provided information requested by the Commission.

With a grant from Sanders Associates, Inc., the Commission was enabled to publish and distribute this report.